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Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance

Safety and security of humanitarian personnel and protection of United Nations personnel

Report of the Secretary-General

Summary

The General Assembly, in its resolution 69/133, requested the Secretary-General to submit to it, at its seventieth session, a comprehensive and updated report on the safety and security of humanitarian personnel and protection of United Nations personnel and on the implementation of the resolution. It also requested the Secretary-General to include therein an assessment of the impact of safety and security risks on such personnel and of the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

The report presents an overview of the global security environment, associated security threats and challenges facing United Nations personnel and the response of the Organization to those threats and challenges. It also contains an analysis of emerging security trends, their key drivers and their implications for United Nations personnel. The Secretary-General highlights the role of the Department of Safety and Security in strengthening the safety and security of United Nations personnel and, in turn, enabling the United Nations to deliver its programmes across the globe. The report concludes with observations and conclusions for consideration by the General Assembly.

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I. Introduction

1. In its resolution 69/133, the General Assembly requested the Secretary-General to submit to it, at its seventieth session, a comprehensive and updated report on the safety and security of humanitarian personnel and protection of United Nations personnel and on the implementation of the resolution. It also requested the Secretary-General's report to include therein an assessment of the impact of safety and security risks on such personnel and of the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

2. The present report covers the 18-month period from January 2014 to June 2015. It presents an overview of the global security environment and the associated security threats and challenges facing United Nations personnel[1] and of the response of the United Nations to such threats and challenges.

3. The Secretary-General highlights the role and contributions of the Department of Safety and Security, established a decade ago by the General Assembly in its resolution 59/276, in providing strategic leadership to the United Nations security management system.[2]

II. Security threats against and challenges for United Nations personnel

A. Global security environment

4. The global security environment remained complex and dynamic during the reporting period. United Nations personnel continued to confront diverse and multifaceted threats, both directly, in cases in which the Organization was deliberately targeted, and indirectly, through collateral damage.

5. United Nations personnel continued to work in environments with significant security challenges that were marked by armed conflict, post-conflict instability, the proliferation of violent extremism and terrorism, rising crime, civil disorder and widespread human rights violations, most of which were fuelled by underlying political, economic and social crises. The actors who represented the primary threat were violent extremists, armed groups, organized criminal networks and opportunistic individuals manifesting little or no respect for the mandate or values of the United

[1] For the purposes of the present report, the term "United Nations personnel" refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in missions led by the Department of Peacekeeping Operations or the Department of Political Affairs, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent. The security management system is responsible for some 180,000 personnel, according to the United Nations Security Managers Information Network database.

[2] The security management system includes all organizations of the United Nations system and other non-United Nations entities that have concluded a memorandum of understanding with the United Nations on security management.

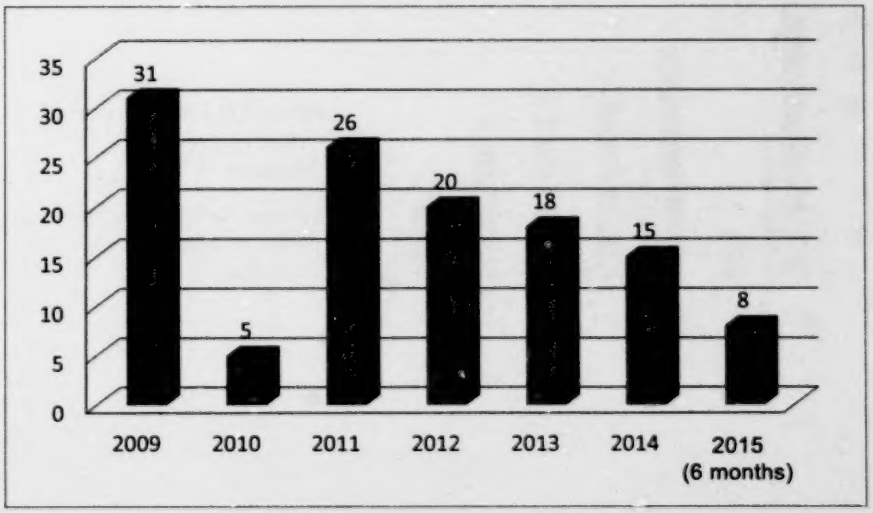
Nations. Such actors do not view the Organization as a neutral or impartial entity and, in some cases, they view its presence as an impediment to their objectives.

6. The rapid rise of the Islamic State in Iraq and the Levant is of great concern to the Organization, in particular given the already substantial threat posed by such older extremist movements as Al-Qaida, Boko Haram and Al-Shabaab. In 2014, 6 out of the 15 United Nations personnel who lost their lives as a result of violence were killed in acts of terrorism attributed to such groups. The persistent anti-United Nations propaganda that they convey, including through the Internet and various forms of social media, suggests that the threat of targeted attacks against the Organization will continue in the coming years.

7. Such groups and their growing number of affiliates threaten United Nations personnel and programmes in an increasing range of geographic areas. Meanwhile, in Iraq, Mali, Somalia, the Syrian Arab Republic and Yemen, the United Nations faces unprecedented security challenges as armed conflict has become intertwined with terrorism and with violent extremists who exploit local, national and regional vulnerabilities, including underlying ethnic, religious, sectarian or socioeconomic tensions.

8. The evolving global security environment outlined above has profound impacts for the Organization, both in terms of risks to personnel and the continuing implementation of programmes. While the dangers in the operating environment have increased, as demonstrated by a rise in the number of attacks against United Nations premises in the first six months of 2015 relative to 2014 (see annex II), the impact on personnel has been steadily declining, with less loss of life annually since 2011 (see figure I).

Figure I
United Nations personnel killed as a result of violence



9. The favourable balance between security incidents and their impact on personnel may be the result of various factors, but it is most likely the result of improved security management practices throughout the security management

system, including the increased use of armoured vehicles, the safety and security training of personnel, enhanced physical security measures, security threat analysis and the application of programme criticality as a tool to determine acceptable risk. Those practices have strengthened the safety and security of personnel around the globe, thereby enabling the United Nations to stay and deliver its programmes. The practices have been successfully implemented despite a zero-growth budget environment, with no increase in the number of Department of Safety and Security posts over the past four years. However, it must be emphasized that a single high-impact incident can dramatically reverse that trend.

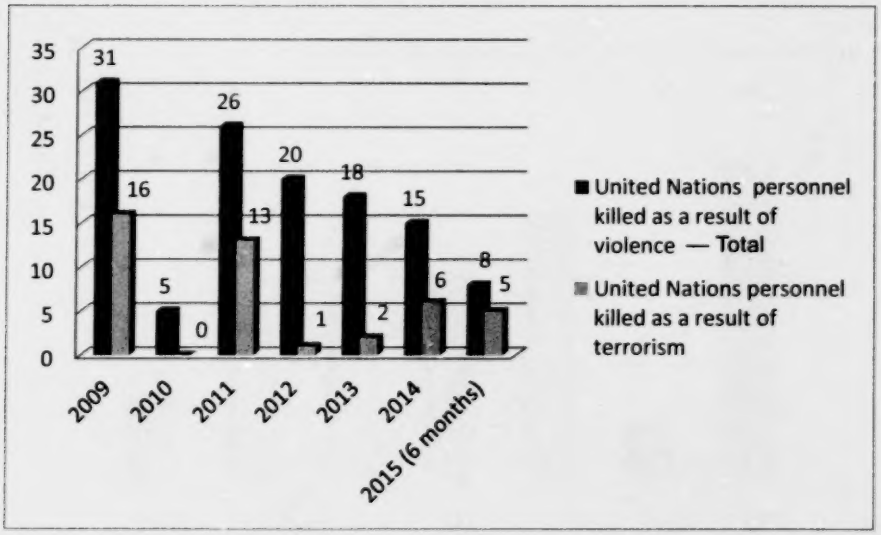
B. Analysis of security incidents affecting the United Nations security management system

1. Types of incident and their impact on United Nations personnel

Direct attacks against United Nations personnel, premises and assets

10. In 2014, 15 United Nations personnel lost their lives and 65 were injured as a result of acts of violence. An additional 8 personnel were killed and 42 injured during the first six months of 2015.[3] The total of 23 personnel killed over the reporting period represents a decrease relative to the previous 18-month reporting period, in which 28 personnel were killed (see annex I), despite the deterioration in the overall global security environment.

Figure II
Personnel fatalities as a result of terrorism



[3] Deaths were reported in Afghanistan, Burkina Faso, the Central African Republic, Côte d'Ivoire, the Democratic Republic of the Congo, Kenya, Namibia, Nigeria, Pakistan, Somalia, and South Sudan and the Sudan.

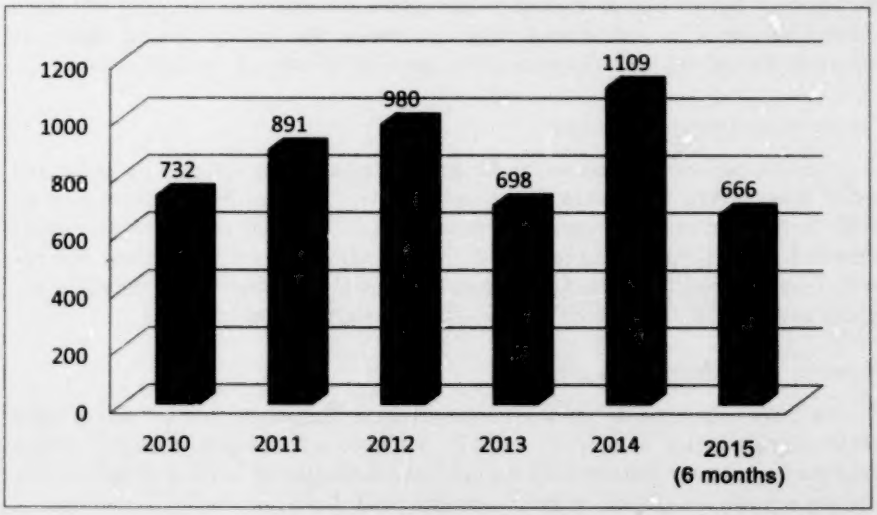
11. Six personnel were killed in 2014 as a result of terrorism and an additional five in the first six months of 2015 (see fig. II), the first recorded period in which deaths resulting from terrorism exceeded those resulting from other causes. However, it is too early to determine whether that situation will develop into a trend. On 17 January 2014, four personnel died in a complex attack at a restaurant in Kabul. On 4 July 2014, two personnel were killed in Gaalkacyo, Somalia. On 13 February 2015, a United Nations personnel member was among the victims of a complex attack on a Shia mosque in Peshawar, Pakistan. On 20 April 2015, four personnel were killed and five injured in the bombing of a United Nations vehicle in Garoowe, Somalia.

12. In addition, a number of direct attacks against United Nations premises and vehicles were recorded during the reporting period. In 2014, 9 armed attacks were launched on United Nations premises and 45 attacks on vehicles, and in the first six months of 2015, 16 armed attacks were launched on United Nations premises (see annex II), 15 of which occurred in Yemen alone. That significant increase in attacks compared with the decreasing numbers of United Nations personnel killed demonstrates the value of the investment in physical security measures. Recently, strong perimeter defences and guards enabled the Organization to repel attacks at Mogadishu International Airport. In a separate incident, one United Nations personnel member survived a car bombing against his convoy in Mogadishu because of the protection afforded by a newly deployed armoured vehicle.

Crime

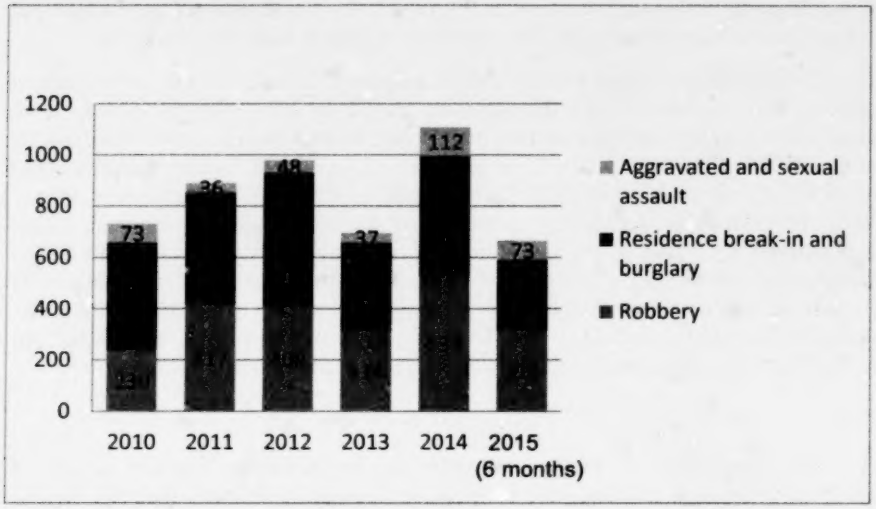
13. After declining in 2013, criminality targeting United Nations personnel increased in 2014 and is expected to increase once again in 2015 (see fig. III). In 2014, crime accounted for 8 (53 per cent) of the 15 deaths of United Nations personnel attributed to acts of violence.

Figure III
Personnel affected by crime



14. There is also concern about the number of United Nations personnel who were victims of aggravated and sexual assaults. The number of victims of those types of crime increased almost three fold, from 39 to 112, between 2013 and 2014, with 73 personnel victimized in the first six months of 2015 (see fig. IV).

Figure IV
Crime: personnel affected, by category



15. A surge in armed conflict and civil unrest, combined with deteriorating socioeconomic conditions, has been identified as a factor contributing to the dramatic increase in aggravated and sexual assaults in many duty stations. A new residential security measures policy was recently approved by the Inter-Agency Security Management Network in an attempt to strengthen the safety and security of United Nations personnel in and around their residences. The policy directly links the provision of residential security measures to the level of crime at the duty station.

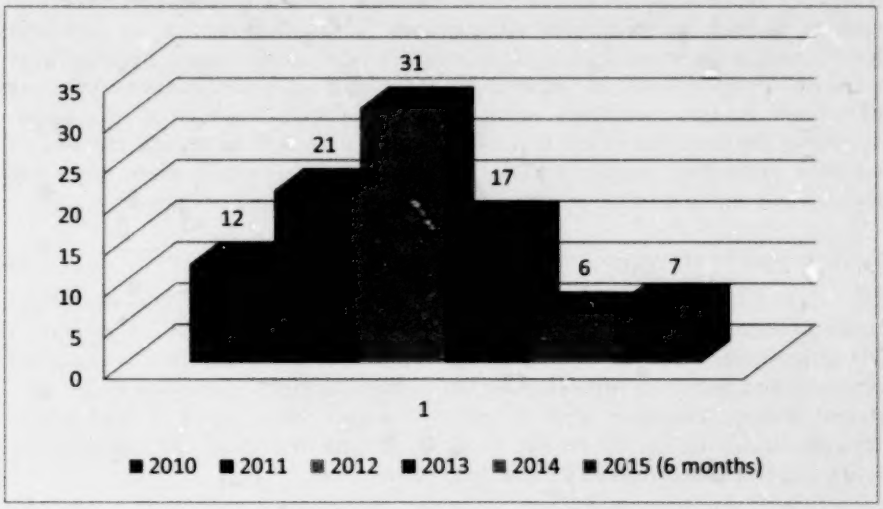
Gender-related security incidents

16. Female personnel continued to be proportionally more affected by crime and sexual assault than their male colleagues, but less affected by incidents overall. While female personnel represented approximately 40 per cent of all United Nations personnel in the field, they accounted for 46 per cent of crime victims and 100 per cent of sexual assault victims (see annex III). Female personnel constituted 13 per cent of deaths attributed to both violent acts and safety-related incidents.

Abduction of United Nations personnel

17. In 2014, six United Nations personnel were abducted, five of whom were locally recruited (see annexes I and III). All were subsequently released. While seven personnel were abducted during the first six months of 2015, it is too early to note any significant change in the downward trend that began in 2012 (see fig. V). Six of the seven personnel abducted during the first six months of 2015 have been released, while one remains in captivity in Iraq.

Figure V
Personnel affected by abduction



18. Overall, the successful release of hostages is attributed to the professional hostage incident management capacity established within the Department of Safety and Security and the support of Member States. Efforts to prevent abductions are being undertaken through enhanced risk assessments and training.

Intimidation and harassment

19. The number of incidents of intimidation and harassment of United Nations personnel increased from 108 in 2013 to 295 in 2014. Thus far in 2015, 204 incidents have been reported in those two categories. Such incidents occur mostly in areas in which parties to a conflict operate without regard to the rule of law.

Violations of the human rights, privileges and immunities of United Nations and other personnel

20. The number of United Nations personnel detained or arrested has consistently decreased since 2010. In 2014, 128 civilian personnel were arrested. A total of 110 have since been released, while 15 remain in detention and 3 have been convicted of crimes in national courts. While a minority of arrests have involved legitimate national criminal charges, a majority of detentions and arrests can be linked to misperceptions or misunderstandings of the United Nations mandate, the failure to uphold the privileges and immunities of the United Nations as recognized under international law or poor coordination between local authorities and the United Nations, among other challenges. Most arrests occurred in South Sudan, the Sudan and the Syrian Arab Republic.

21. The declaring of United Nations personnel as personae non gratae has, in some instances, amounted to a form of intimidation, including instances in which the declaration has come in response to the highlighting of human rights issues by the personnel.

22. Member States are called upon to reaffirm their commitment to international law, including human rights and international humanitarian law, and to respect the privileges and immunities of the United Nations. United Nations personnel who seek to advance the principles and purposes of the Organization, in particular locally recruited personnel, must not fear or be subject to reprisals or punishment in response. Member States are urged to act against all unlawful detentions or arrests of United Nations personnel or obstruction to their freedom of movement. Moreover, Member States are urged to investigate all serious crimes and acts of violence committed against United Nations personnel within their respective jurisdictions and to seek the prosecution of all perpetrators in that regard.

Safety-related incidents and road traffic accidents

23. Road traffic accidents remained a leading cause of death and injury for United Nations personnel. In 2014, all 15 safety-related deaths and 91 of a total of 101 safety-related injuries were associated with road traffic accidents, with 30 per cent of those incidents involving United Nations vehicles. In addition, 29 non-United Nations personnel were killed and another 202 injured in road traffic accidents involving United Nations vehicles. Efforts to prevent and manage road safety incidents are discussed later in the present report.

Public health-related incidents and incidents caused by natural disasters

24. During the reporting period, the most important public health threat faced by United Nations personnel was the Ebola virus disease outbreak, which began in Guinea in December 2013 and later spread to neighbouring countries in West Africa. Although the Organization had to reorient its efforts to address the outbreak, few disruptions to programme delivery were reported owing to the implementation of alternate work modalities and other proactive security management measures, including the deployment of additional security personnel.

2. Impact of the global security environment on United Nations programmes

25. The challenging global security environment has had a substantial impact on United Nations operations, with programmes temporarily disrupted, projects redefined, activities transferred and alternate work modalities adopted in response. In some cases, unpredictable or large-scale hostilities necessitated a temporary reduction or relocation of United Nations personnel from conflict areas. In all cases, the Organization was required to balance operational needs with security risks. While most evacuations have been of limited duration, the sustained high-risk environment in Libya has resulted in the prolonged evacuation of international personnel from the country since July 2014.

26. Inevitably, efforts to conduct safe and secure operations in high-risk locations have a financial price. In Somalia alone, one United Nations agency recently spent approximately $1 million to improve the physical security of its compounds and enhance the security of its road movements.

27. Above all, disruptions to United Nations operations have had a direct impact on local populations. For example, in South Sudan, some humanitarian offices were looted and destroyed, causing donor funding to decrease and, in turn, programmes to suspend operations. Ultimately, the crisis in South Sudan has eroded development gains and had a severe impact on early recovery initiatives. Highlighted below are

two case studies in which the local security environment has recently had an impact on United Nations operations.

Case study 1: Syrian Arab Republic

28. The United Nations has had to take a cautious and flexible approach in providing humanitarian assistance to civilians in need. The Organization is constantly reviewing the criticality of its programmes, with the goal of making efficient, risk-based decisions. Cross-line missions, which move between Government-controlled and contested territories, have been extremely complicated to organize and have often been postponed or cancelled because of localized fighting, even when warring parties have granted permission to proceed. Meanwhile, the spread of violent extremist movements across the eastern regions of the Syrian Arab Republic has contributed to the closure of vital development projects in those regions. When United Nations personnel have been unable to travel to contested areas, local non-governmental organizations (NGOs) or third-party contractors have been sought to facilitate the physical implementation of programmes on the ground.

Case study 2: Yemen

29. The rapid spread of armed conflict, including air strikes, led to the temporary evacuation of internationally recruited United Nations personnel from Sana'a and Aden. Meanwhile, locally recruited personnel and local partners continued to operate under extremely difficult circumstances in order to provide assistance to local populations, often despite damage to their homes and injuries sustained by family members. The organizations sought to support them under those difficult circumstances through salary advances and relocation grants. Owing to the critical humanitarian situation in the country, United Nations programmes have been resuming their work progressively in Sana'a since June 2015. Nonetheless, constant negotiations are required to safeguard offices and maintain operations.

3. Security of locally recruited United Nations personnel

30. Overall, locally recruited personnel made up 65 per cent of the United Nations personnel affected by safety and security incidents in 2014. While locally recruited personnel were involved in more incidents in absolute numbers, they were proportionally less affected than their international counterparts in incidents resulting in violent deaths (53 per cent). However, a greater percentage of locally recruited personnel have been affected in two specific areas, namely, safety accidents (87 per cent) and arrest and detention (90 per cent). Such personnel make up the bulk of drivers and they are therefore more vulnerable to road traffic accidents, which account for most safety incidents. In cases of arrest and detention, they are the most vulnerable to the abuse of authority by State officials.

C. Analysis of security incidents affecting humanitarian personnel and other United Nations personnel

1. Security threats affecting humanitarian personnel, non-governmental organizations, health workers, medical personnel and other implementing partners

31. From January 2014 to June 2015, 92 personnel of NGOs working in close cooperation with the United Nations lost their lives as a result of acts of violence, 84 were injured in similar circumstances and 167 were abducted, according to reports received by the Department of Safety and Security (see annex IV). Although the data, based entirely on voluntary reporting to the Department, are likely to be incomplete,[4] they nonetheless show that the current security environment has a disproportionate impact on NGO personnel relative to United Nations personnel.

32. Abductions and armed attacks against humanitarian workers, as leading causes of incidents, remain a matter of deep concern. Aid workers and health-care personnel, both international and local, carry out humanitarian operations, development programmes and life-saving activities in some of the most remote and high-risk environments and are, therefore, exposed to all forms of violent attacks. As indicated in case study 1, the relocation or evacuation of United Nations personnel has resulted in the delivery of critical programmes and activities by local NGOs, often at great personal risk to their personnel.

2. Security incidents affecting area staff of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

33. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) employs more than 30,000 area staff in Gaza and the West Bank, as well as in Jordan, Lebanon and the Syrian Arab Republic. They provide health care, education, protection, infrastructure and relief and social services in aid of Palestine refugees. Owing to the prevailing security conditions in the areas of UNRWA operations, the loss of life and injuries to staff in those areas as a result of acts of violence were significantly worse in 2014 than in 2013, increasing by 80 per cent (see annex V).

34. UNRWA area staff are not covered under the security management system and, therefore, security incidents that had an impact on them are not included in the overall statistics contained in the present report. However, the serious security incidents that had an impact on UNRWA area staff are symptomatic of the environment in which the United Nations operates.

3. Comparison with peacekeepers

35. Although not covered under the security management system, peacekeepers working for the United Nations in high-risk environments face threats that are similar to those encountered by United Nations civilian personnel, especially in locations in which they are co-located, such as the Central African Republic and Mali.

[4] Such external sources as the annual Aid Worker Security Report provided additional information in that regard.

36. Between November 2013 and October 2014, the number of direct attacks against peacekeepers more than doubled, rising from 7 to 16 attacks, relative to the previous 12-month period. In the first two weeks of October 2014 alone, 14 peacekeeping personnel were killed in hostile incidents.

III. Responses by the United Nations to threats and challenges

37. In facing the complex and challenging global security environment, the United Nations has sought to respond at both the strategic and operational levels, with a view to enabling United Nations operations while ensuring the safety and security of United Nations personnel who are delivering programmes in the field. All such measures support the Organization's commitment to stay and deliver, and have been assessed as the primary reason for the containment of casualties amid rapidly deteriorating security situations.

A. Strategic response from the Organization

1. Enhancing security collaboration between the United Nations and host Governments

38. Security collaboration with host Governments is an integral part of the United Nations multidimensional strategy for protecting its personnel, premises and assets. The United Nations continued to promote the building of constructive relationships with host government authorities by enhancing situational awareness, sharing information and threat and risk analysis, coordinating prevention and mitigation measures and managing security in crisis situations. The United Nations has also trained designated officials for security on various aspects of security collaboration with host government authorities before deployment.

39. The United Nations and its personnel remain committed to respecting national laws and national and local customs and traditions in order to enhance their acceptance by local authorities and the communities that they serve. Such respect has been incorporated into various United Nations training curricula, including mandatory online security courses for United Nations personnel and specialist courses for security professionals, as well as into the predeployment civilian training presented by the Department of Peacekeeping Operations.

2. Combating impunity and promoting respect for the human rights, privileges and immunities of United Nations personnel

40. The United Nations has taken tangible steps internally to bring perpetrators of serious crimes and acts of violence against United Nations personnel to justice. The Department of Safety and Security has been working to develop a centralized database that will register all serious crimes and acts of violence that result in the death of or serious injury to United Nations personnel. The data will be used to follow up with relevant host Governments so that perpetrators can be brought to justice, and to maintain contact with injured survivors or the families of deceased victims. An initial stocktaking exercise was recently completed in which more than 800 victims in more than 500 incidents that occurred between January 1992 and June 2014 were identified.

41. In parallel, the United Nations has worked tirelessly to secure the commitment of Member States to protect human rights and to respect the privileges and immunities of United Nations personnel. In negotiating headquarters and mission agreements, the Organization makes every effort to include applicable provisions contained within relevant international conventions, including the Convention on the Safety of United Nations and Associated Personnel and its Optional Protocol.

42. The United Nations, through the Secretary-General's Human Rights up Front initiative,[5] has undertaken unremitting efforts to prevent serious violations of human rights law and international humanitarian law. The initiative provides a forum for internal discussions and an avenue for collaboration between the United Nations and Member States, through relevant intergovernmental working groups of the Human Rights Council, on human rights issues, including the protection of humanitarian and United Nations personnel.

3. Strengthening the duty of care towards United Nations personnel

43. In line with the Organization's "stay and deliver" approach, the United Nations has recognized the need to clarify its duty of care towards personnel operating in high-risk and very high-risk environments. In April 2014, the High-level Committee on Management established a working group, chaired by the Under-Secretary-General for Safety and Security, to undertake a comprehensive review of key duty-of-care issues. Comprehensive studies have been undertaken in five distinct high-risk environments (Afghanistan, Haiti, Mali/Somalia, the Syrian Arab Republic and countries affected by Ebola), with a view to finalizing its work by the end of 2015.

4. Integrating security management with programme delivery

44. The United Nations has broadened the implementation of the programme criticality framework, in combination with the security risk assessment, in order to determine an acceptable level of risk to personnel operating in high-risk and very high-risk environments. The framework is a key element of the "stay and deliver" strategy. Since its introduction in 2012, the framework has been implemented in 18 countries: Afghanistan, the Central African Republic, the Democratic Republic of the Congo, Guinea, Iraq, Kenya, Libya, Mali, Mauritania, the Niger, Nigeria, Pakistan, Somalia, South Sudan, the State of Palestine, the Sudan, the Syrian Arab Republic, and Yemen.

45. At its sixty-ninth session, the General Assembly encouraged the continued and consistent implementation of the framework (see resolution 69/133). The United Nations is formalizing the policy status of the framework and its mandatory application in all areas with high and very high residual risk levels.

46. That effort is complemented, on a daily basis, by increased cooperation between programme managers and security personnel to ensure that safety and security considerations are included in the planning and delivery of programmes at the field level.

[5] The Human Rights up Front initiative focuses primarily on the Secretariat and the agencies, funds and programmes and on what each United Nations entity can do to improve the Organization's collective response to future risks of serious violations of human rights.

5. Promoting gender consideration and inclusion

47. The United Nations has remained committed to addressing security challenges for female personnel and for lesbian, gay, bisexual, transgender and intersex personnel. The Organization, through the Inter-Agency Security Management Network, is considering how best to address the security needs of the personnel who are most vulnerable to gender-based violence, including through the development of training courses for female personnel, the reporting and recording of gender-based incidents and the development of specific guidelines for security professionals. A review of existing United Nations security policies is also required, with a view to including, as necessary, gender-sensitive considerations.

48. In August 2015, the Under-Secretary-General for Safety and Security issued instructions reminding all Department of Safety and Security personnel of their obligations and responsibilities with respect to sexual exploitation and abuse and the zero-tolerance policy in that regard.

B. Strengthening the security management system

49. The security management system remains the principal framework for managing the safety and security of United Nations personnel. The system continues to evolve in response to the challenging global security environment.

1. Development of new safety and security policies

50. The United Nations, through the Inter-Agency Security Management Network, has undertaken efforts to develop system-wide policies, guidelines and procedures, with a view to strengthening guidance on safety and security issues. Over the past 18 months, three policies have been promulgated: an updated version of the "Saving Lives Together" framework and new policies for air travel and the safety and security incident recording system. Two other policies, residential security measures (intended to replace the minimum operating residential security standards) and the management of stress and critical incident stress, were recently endorsed.

51. The development of a significantly improved security risk management process is nearly complete, along with relevant training and an e-tool module. Its roll-out has been set for December 2015 and, by December 2016, security professionals across all duty stations will have been trained in the process.

52. The Network intends to approve new policies in 2016 relating to field crisis management, gender inclusion in security management, road safety, unarmed private security services and residential security risks for locally recruited personnel.

53. Simultaneously, additional efforts are being undertaken to promote a better understanding and wider application of existing policies, including through the translation of existing policies and guidelines into French. That significant undertaking is expected to be completed by the end of 2015.

54. Other cross-cutting developments with regard to security management include the merging of the Department of Safety and Security travel request information processing system, which grants all security clearance requests and tracks all official business travel of United Nations personnel, with local movement clearance systems employed in peacekeeping operations and with enterprise resource planning

systems, such as Umoja in the Secretariat, along with other systems used by various agencies, funds and programmes.

2. Enhancing road travel safety

55. The Organization remains concerned about the number of United Nations personnel killed or injured in road traffic accidents. The Network recently recommended that an overarching road safety strategy be formulated for the security management system and, if necessary, an umbrella policy for road safety, taking into consideration the diverse activities and needs of organizations. In that regard, the Organization will work in cooperation with the new Special Envoy for Road Safety, who was appointed on 29 April 2015.

3. Strengthened partnerships with non-governmental organizations

56. The Saving Lives Together framework has allowed the United Nations to strengthen its cooperation with NGOs or operational partners on all matters pertaining to safety and security, in particular through information-sharing and training. In 2014 and during the first six months of 2015, the Department coordinated operational security assistance to NGOs in Algeria, the Central African Republic, the Niger, Nigeria, Somalia, South Sudan, the Sudan and the Syrian Arab Republic. The security management system also provided relocation and evacuation assistance to NGOs in Yemen.

57. Seventeen security managers of NGOs enrolled in security certification programmes designed for United Nations security professionals. That cooperation was further reinforced following the inclusion of the Department of Peacekeeping Operations and the Department of Field Support, along with the United Nations Development Programme, in the oversight committee of the newly approved Saving Lives Together framework.

4. Integration of the security resources of the Secretariat

58. With the full support of the Department of Political Affairs, the Department of Peacekeeping Operations and the Department of Field Support, the Department of Safety and Security has embarked on a significant programme to integrate all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, as envisaged when the Department was established in 2005 (see A/59/539 and General Assembly resolution 59/276, section XI). An integration project team was recently formed and has begun its work.

59. The integration presents an opportunity for the United Nations to improve security service delivery, increase both efficiencies in the use of security resources and the overall professionalism, knowledge, skills and experience of security personnel and strengthen the leadership role of the Department of Safety and Security within the security management system, as initially envisaged. That approach is crucial in view of the evolving security environment and the need for a more flexible, agile and robust security response capability.

5. Remaining challenges

60. The United Nations is making every effort to strengthen its existing capacity in order to address emerging security risks. However, some challenges need still to be addressed. The Organization has renewed its commitment to promoting a security culture among all United Nations personnel, stressing accountability, enhancing individual and organizational compliance, establishing a best-practices capacity and enforcing mandatory security training requirements for all United Nations personnel. Collectively, those measures are aimed at overcoming complacency and enhancing leadership and the accountability of personnel for safety and security.

61. In addition, the Organization continues to urge the inclusion of security costs in programme budgets from the outset, in order to ensure that funding for security management measures is readily available, especially in high-risk environments.

C. Contributions of the Department of Safety and Security to the security of United Nations personnel and new strategies and challenges

62. The Department of Safety and Security continued to provide leadership, coordination and operational support to the security management system, including the provision of security advice to senior leadership of the United Nations, the coordination of security responses in emergency and crisis situations and the building of constructive relationships with host Governments. The Department maintains a leadership role in the Network, setting its agenda and strategic direction in order to ensure that the security management system remains relevant, flexible and agile so that it can meet the demands of a dynamic global security environment.

1. Vision and mission

Strategic review

63. In order to respond to the extensive changes in the global security environment and ensure that it remains fit for purpose, the Department initiated a comprehensive strategic review of its own goals and objectives, organization, structure, functions, tasks and outputs. The review, which was the first of its kind since the Department was established 10 years ago, identified areas for immediate enhancement: threat and risk analysis, physical security, training and development and surge capacity for the field. The Department also recognized the need to rapidly implement the long-outstanding integration of security resources described above. The Department further recommended an examination of the entire security management system. In undertaking those efforts, the Department took fully into account the report of the High-level Independent Panel on Peace Operations on uniting our strengths for peace: politics, partnership and people (A/70/95-S/2015/446) while awaiting the report of the Joint Inspection Unit's 18-month global inspection of safety and security, which began in 2014, for further guidance. The strategic review has been endorsed by the United Nations and its recommendations are being implemented.

Departmental vision and mission

64. The Department has formulated a new vision — "protecting the people who work for a better world" — which is supported by its mission of providing

professional safety and security services to enable the United Nations to deliver programmes and mandates globally. Guided by its vision and mission, the Department remains committed to providing professional safety and security services and the corresponding leadership in order to enable the United Nations to stay and deliver its programmes and fulfil its mandates in a rapidly changing global security environment.

2. Enhancing situational awareness and threat and risk analysis

65. The rapidly evolving security threat environment demands focused analysis to create situational awareness and provide analytical support to senior decision makers in all areas in which the Organization is carrying out its mandates. In 2015, the Department reallocated internal resources to the Threat and Risk Assessment Service in order to provide a more comprehensive analytical service to stakeholders, especially in the field. The Department has worked to improve the capacity of security professionals by enhancing its analyst training courses. It has also begun work with other components of the Organization to develop common awareness programmes in areas with a high risk of terrorism.

3. Reinforcing physical security on United Nations premises

66. The Department has made positive progress on enhancing physical security on United Nations premises. A physical security unit was established using existing resources, with its purpose, structure, function, priorities and implementation plan identified. As a priority, a method and a tool for the assessment of physical security were developed to complement existing security management system policies. The unit has also launched a broad community of practice interface, organized workshops on physical security and conducted assessments of premises. Those measures, which have been effective contributions to the enhancement of the security of United Nations premises, have been welcomed by all stakeholders.

4. Improving the effectiveness of security risk-mitigation measures

67. In response to the increasing demand for the United Nations to prevent and mitigate security risks, the Department increased the use of armoured vehicles and the provision of armed security services, including close protection services (e.g., in Yemen). The Department also strengthened its security surge capacity, including for emergency response, with 94 surge deployments to 14 countries in 2014 and 48 surge deployments to 11 countries in the first six months of 2015, while also strengthening the security of premises. All were crucial for protecting United Nations personnel, assets and operations, especially in emergency and crisis situations.

5. Support to conferences and special events

68. During the reporting period, the Department provided support to 216 special events, conferences, workshops and meetings sponsored and organized by United Nations organizations away from United Nations premises. They included 15 major events held in 11 countries and major conferences, including the twentieth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, held in Lima, the World Urban Forum, held in Medellín, Colombia, and the twelfth meeting of the Conference of the Parties to the

Convention on Biological Diversity, held in Pyeongchang, Republic of Korea. All the events concluded without incident.

6. Training

69. The Department continued to focus efforts and resources on delivering training programmes for all United Nations personnel, in line with General Assembly resolutions 67/85 and 69/133.

70. Recognizing that training is a foundation for enhancing security awareness and the Organization's security culture, the Department ensured that training was provided to three primary groups: individuals with security responsibilities, including designated officials for security and senior security professionals; security officials and managers; and United Nations personnel at large.

71. In 2014, the Department delivered more than 100 classroom-based courses to approximately 1,700 individuals. The use of e-learning tools has allowed the Department to effectively and efficiently deliver security training to a wider audience, with the Department's success reflected in the growing number of participants. Approximately 95,000 individuals enrolled in online courses in 2014, including Basic Security in the Field, Advanced Security in the Field and Security Management Team training.

72. There has also been an increase in participation in courses that enhance the ability to respond to threats and injuries while operating in the field. More than 8,000 individuals enrolled in the Safe and Secure Approaches to Field Environments courses in field locations. In November, a crisis management training course for senior field managers will be delivered, with a view to improving their security awareness and ensuring the implementation of required security measures.

73. The Department is on schedule to deliver a robust package of security learning solutions by the end of 2015, with a particular focus on developing and implementing the Women's Security Awareness Training. A training of trainers pilot course was successfully launched in Nairobi in July 2015 and will expand to at least 20 duty stations over the coming months.

7. Response to critical incidents

74. From January 2014 to June 2015, the Department's Critical Incident Stress Management Unit continued to strengthen its capacity and enhance its preparedness to respond to critical incidents around the globe, using a three-pronged strategy aimed at building staff resilience through training, building the capacity of the United Nations country offices and developing a security management system policy for the management of stress and critical incident stress.

75. Globally, the Department provided psychosocial services to 10,923 personnel and eligible family members. The services included counselling, training and technical advice to managers in response to 53 major critical incidents around the world.

8. New approach to compliance and evaluation

76. The strategic review of the Department has identified areas for further development and enhancement, one of which is the need to completely overhaul the existing security compliance function and develop a more comprehensive internal

process of evaluation in line with the report of the Office of Internal Oversight Services (A/70/72). The Office highlighted the need for the Department to establish an evaluation capacity in line with the norms and standards of the United Nations Evaluation Group.

77. The Department has already made significant progress in implementing the aforementioned recommendations. It has implemented a new qualitative evaluation concept for security programmes, which is aimed at evaluating not only the implementation of security processes and practices, but also the prevailing security culture. A new compliance assessment concept and a new lessons learned and best practices framework is due for implementation by the end of 2015.

9. Enhancing air travel safety

78. The first air travel policy was recently endorsed and will be implemented by the end of 2015, with the Department's Aviation Risk Management Office serving as the single source of information and guidance on the use of global air transport. Since May 2011, the Department has provided information and guidance on aviation safety in response to some 6,200 requests from field duty stations worldwide.

IV. Observations and recommendations

79. **The global security environment remains complex, dynamic and challenging. Old threats remain while new challenges have emerged. However, that dynamic security environment constitutes the new norm under which the United Nations must now operate.**

80. **In that context, strengthening the safety and security of United Nations personnel is paramount, but many challenges lie ahead. The ability to stay and deliver in dangerous, high-risk environments requires the Organization to continuously re-evaluate and enhance its security management practices and measures and to take innovative approaches in responding to the changing security environment.**

81. **The Organization needs to continuously assess whether the security management system is reflective of the security environment and remains fit for purpose. It must also be sure that the Department of Safety and Security, established a decade ago to provide leadership, support and oversight of the security management system, has the adequate staff and resources to enable the United Nations to carry out its life-saving operations. As a priority, the Department requires effective physical protection capabilities, enhanced information analysis capacity, broadly accessible training and a robust framework of security policies to support the Organization.**

82. **Fulfilling those requirements demands a continuous and consistent effort to implement existing safety and security policies, procedures, practices and standards throughout the system, with the support of Member States. The Organization is determined to undertake the continuous enhancement of its security management system in order to allow for the consistent and holistic delivery of safety and security services. The integration of the security personnel of the Secretariat into the Department, under the management and leadership of the Under-Secretary-General for Safety and Security, will create efficiencies in**

the use of security resources and strengthen the Organization's ability to provide professional, effective and efficient safety and security services, enabling the United Nations to continue to deliver its programmes globally.

83. The Department will need operational and deployment flexibility to ensure that the security workforce reflects the changing dynamics of the security environment in terms of both skills and the ability to deploy the right personnel, with the correct equipment, where they are most needed.

84. In addition, the attention of senior managers is required to ensure that security remains a mainstream consideration in all planning and implementation activities of the Organization. Security must be seen as an integral component of all programmes and provided with appropriate funding.

85. Sadly, while the flag of the United Nations should ensure protection, United Nations personnel and premises are too often the target of deliberate attacks. The Secretary-General is profoundly dismayed by the loss of 15 United Nations colleagues in 2014 and 8 more in the first six months of 2015. The United Nations expresses its deepest condolences to the families of all United Nations personnel and those of all humanitarian personnel who lost their lives in the line of duty during the reporting period.

86. The United Nations condemns in the strongest terms all forms of crime and violence against its personnel and urges that perpetrators be held accountable. In that regard, the collaboration between the United Nations and host Governments remains fundamental for the security of United Nations personnel, assets and premises and shall be maintained in an open and constructive manner. Nothing shall hamper the Organization's work, resolve and commitment to deliver to those most in need, wherever they may be.

87. Lastly, the Secretary-General is also deeply concerned by the continuation of attacks against humanitarian workers, including those humanitarians who serve the United Nations. The present report encompasses all humanitarians and strongly underlines the need to protect all of those who are working for a better world. United Nations organizations, Member States, partners and donors are called upon to work together to address security challenges for humanitarian workers, health workers and, in particular, locally recruited personnel in the United Nations and NGOs, including protection through legislation and adherence to international humanitarian norms.

88. The Secretary-General wishes to recommend that the General Assembly remain seized of the issue of the safety and security of United Nations personnel and continue to provide its unwavering support to the security management system of the United Nations.

Annex I

United Nations personnel affected by safety and security incidents between 2010 and 2014

Category of safety and security incident	*Number of United Nations personnel affected*									
	2010 Year	*2011 January-June*	*2011 Year*	*2012 January-June*	*2012 Year*	*2013 January-June*	*2013 Year*	*2014 January-June*	*2014 Year*	*2015 January-June*
Fatalities resulting from acts of violence	5	9	26	7	19	11	18	10	15	8
Fatalities resulting from safety-related incidents	19	33	44	10	15	8	10	6	15	11
Injuries resulting from acts of violence	68	46	145	42	112	68	82	21	65	42
Injuries resulting from safety-related incidents	164	73	166	95	209	120	144	50	101	72
Abduction	12	14	21	25	31	15	17	9	6	7
Robbery	239	204	417	257	408	251	314	64	530	316
Residence break-in	35	19	20	12	31	15	23	23	37	25
Aggravated assault	64	17	31	20	44	22	35	36	104	69
Sexual assault	9	7	5	2	4	1	4	–	8	4
Burglary of residence	385	234	418	279	493	277	322	70	430	252
Intimidation	210	135	224	134	209	64	81	46	149	124
Harassment	17	8	46	34	52	18	27	10	146	80
Arrest and detention	211	118	195	116	165	57	138	41	128	35
Total	**1 438**	**917**	**1 759**	**1 033**	**1 793**	**927**	**1 216**	**386**	**1 734**	**1 045**

Annex II

Attacks on United Nations civilian premises and vehicles

Category of security incident	*2014*	*First six months of 2015*
Armed attacks on civilian premises	9	16
Armed attacks on civilian vehicles	45	47
Intrusion into civilian premises	26	27

Annex III

United Nations civilian personnel affected by security incidents from 1 January to 31 December 2014

Category of security incident	*Number of personnel affected*	*Internationally recruited*	*Locally recruited*	*Male*	*Female*	*Number of countries*	*Circumstances of security incidents*
Fatalities resulting from acts of violence	15	7	8	13	2	8	Terrorism (6), crime (8), civil unrest (1)
Fatalities resulting from safety-related incidents	15	2	13	13	2	13	Road traffic accident (15)
Injuries resulting from acts of violence	65	23	42	42	23	24	Armed conflict (6), terrorism (9), crime (49), civil unrest (1)
Injuries resulting from safety-related incidents	101	23	78	74	27	37	Road traffic accident (91), other safety accident (10)
Abduction[a]	6	1	5	6	–	4	All United Nations hostages were released
Robbery[b]	530	215	315	245	285	61	
Residence break-in[c]	37	17	20	22	15	9	
Aggravated assault[d]	104	35	69	73	31	36	
Sexual assault	8	5	3	–	8	8	
Burglary[e] of residence	430	157	273	257	173	62	
Intimidation[f]	149	51	98	86	63	42	
Harassment[g]	146	58	88	92	54	34	
Arrest[h] and detention	128	12	116	123	5	13	Personnel still detained: 15; convicted: 3; released: 110
Total	**1 734**	**606**	**1 128**	**1 046**	**688**		

[a] Act of restraint through the use or threat of force or through fraudulent persuasion, including hostage-taking involving demands as conditions for liberation, executed by non-State actors.
[b] Act or instance of unlawfully taking property by the use of violence or the threat of violence.
[c] Unauthorized and forceful entry with intent to commit a felony or a crime, aggravated by use of force and/or physical assault.
[d] Unlawful act that places personnel, without consent, in fear of immediate bodily harm or battery.
[e] Unauthorized and forceful entry with intent to commit a felony or a crime.
[f] Act of making timid or fearful or of deterring by threats.
[g] Act of systematic and/or continued, unwanted and annoying actions that serve no legitimate purpose, causing substantial emotional distress.
[h] Acts executed by State actors.

Annex IV

Security incidents affecting non-governmental organization personnel from 1 January 2013 to 30 June 2015 (18-month figures), as reported to the Department of Safety and Security

Category of security incident	*Number of personnel affected*	
	1 January 2013-30 June 2014	*1 January 2014-30 June 2015*
Fatalities resulting from acts of violence	44	92
Injuries resulting from acts of violence	[a]	84
Abduction of personnel	99	167
Armed attacks on premises	[a]	43
Intrusion into premises	[a]	71
Armed attacks on vehicles	[a]	129
Lost vehicles	[a]	45
Other unspecified critical incidents (as recorded by the Department of Safety and Security in previous years)	90	
Total	**233**	**631**

[a] Not previously recorded.

Annex V

Security incidents affecting area staff of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

	Number of area staff affected	
Category of security incident	*2014*	*2015*
Fatalities resulting from acts of violence	18	..
Fatalities resulting from safety-related incidents	..	..
Injuries resulting from acts of violence	52	8
Injuries resulting from safety-related incidents	3	4
Abduction	5	2
Robbery	15	5
Residence break-in	2	..
Aggravated assault	33	28
Sexual assault	1	..
Burglary of residence	2	..
Intimidation	39	41
Harassment	7	2
Arrest and detention	40	21
Missing personnel	1	1
Total	**218**	**112**